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CALIFORNIA STATE BOARD OF EDUCATION

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BIENNIAL REPORT
OF THE
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State Supervisor

OF
Physical Education

July 1, 1918, to June 30, 1920

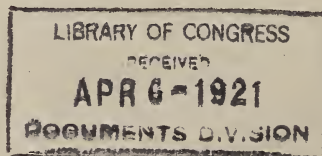


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LETTER OF TRANSMITTAL.

The Honorable STATE BOARD OF EDUCATION,
Sacramento, California.

LADIES AND GENTLEMEN: In accordance with your request I have the honor to submit to you my report for the period beginning July 1, 1918, and ending June 30, 1920.

Very respectfully yours,

CLARK W. HETHERINGTON,
*State Supervisor of Physical
Education.*

REPORT OF STATE SUPERVISOR OF PHYSICAL EDUCATION.

A. INTRODUCTION.

The functions of a State Department of Physical Education and its problems are new in the world of education. They are incident to new needs in present day civilization.

Physical education, like community organization and Americanization has been emphasized by the war and for the same reasons the old organizations were failing to function under new social conditions. These movements are revivifications of old social processes. Community organization is a conscious effort (made conspicuous by the war) to organize what has always existed *spontaneously* in simple communities but what became inoperative for the purposes of a democracy in our enormously large and complex communities with their specialized residential districts and specialized occupations and interests. Americanization is a conscious substitute for the old "melting pot" which worked when all classes rubbed elbows but which was destroyed by the great influx of cheap labor and specialized residential districts in the housing of these classes. As a part of the same social phenomenon, physical education has been spotlighted by the war. It has always gone on in the play and work and home care of children, but these influences have been rendered inefficient through customs in adult living associated with the rise of present day industry. It has been a part of the training in some schools, but these were the favored few, or the training has been nonproductive of results. Revealed by the war, new physical and moral needs already conspicuous to experts but unrealized by the public at large have stimulated the nation to provide for a real establishment of physical education. Other nations are on the same highway. England, France and Japan in particular are struggling to set up national organizations.

To date seventeen states in the United States have passed laws requiring physical education in the public schools of the states, and two bills, the Smith-Towner and Fess-Capper bills, were introduced in Congress at the last session and will be introduced again at the next session, each providing for federal appropriations to develop physical education in the several states.

It is interesting to note that California in passing the physical education act of 1917 was the seventh to pass such a law and the second to set up a state administration; that experts have considered the California law one of the best laws so far framed; and that its objectives and aims have been incorporated practically word for word in one of the federal bills.

The functions of the state department and the administration of the state law were therefore new. No precedents on the organization and administration of the state department and not a scrap of literature on the problems of such administration were in existence. The administrative structure for the state had to be built from the ground up.

B. THE PROGRAM.

The most critical problem that faced the State Supervisor when he assumed his duties was to formulate and present a state program of physical education which would produce the results in the rising generation of children and on coming citizens demanded by the public opinion that promoted and passed the state physical education act. It was possible to do the easy thing and present a traditional program of *drills* or to propose a program of *natural activities* demanded by the conditions of our time but which would be strange to school people and school traditions and therefore hard to establish. The larger effort was undertaken because a program with a strong emphasis on drills would be another burdensome weight on the school curriculum and it is doubtful if it would succeed in the long run, while the natural program if it succeeded at all would get results fundamentally essential for the education of the child and radiate its helpful influence into the whole school spirit and into every subject of the curriculum. The decision meant failure or a big discipline for citizenship. The broad characteristics of this program and its main objectives were presented in the first department report published in July, 1918.

This decision as to a program proved wise. The comments of experts on the Manual were at once favorable as shown in excerpts from letters printed by Superintendent Wood in the "Blue Bulletin" for March, 1919. Two years experience has shown that the school people and the socially minded public have approved the idea. Its first presentation, however, caused surprise and a lively discussion.

We found a state-wide idea that physical education consisted essentially of calisthenics or gymnastic drills or setting-up exercises and of marching. Associated with these ideas were vague notions of the values of these activities for health, posture and discipline. The first requests received in the state office were for books or lists of exercises which could be given in the classroom. During a conference preliminary to the organization of the state department the statement was made with some emphasis by a state school authority that California had been conducting physical education in the schools for twenty-five years. The speaker referred to calisthenic drills.

Gymnastic drills have been the traditional exercises used wherever physical education has been organized in the schools. Drills have been conducted in some schools for many years but except in a few city schools where the school administration had employed a supervisor and in an occasional small town or rural elementary school, the vast majority of schools and children in these schools have never had even a first experience in gymnastic drills to say nothing of a more liberal organization of physical training. Moreover where drills were organized the educational results were very narrow and unsatisfactory from the standpoint of the growing demands on physical education for a real contribution in terms of a physically and morally disciplined citizenship.

The difficulty with gymnastic drills or calisthenic movements is that they bore children and burden teachers. They are all artificial or invented movements adapted from the army idea of training and incorporated into the school program in Germany and Sweden when

formal discipline was in vogue. They are purely adult activities. They are never entered into spontaneously by children.

Any business or professional man, who, conscious of the growing need of exercise, has attempted to take morning calisthenics realizes keenly the irksomeness of the task. The movements have no meaning or motive or interest except the circuitous connection with health or an idea of duty. They require will power in their performance or a consciously directed effort that is fatiguing. These movements have less meaning for children than for adults and children have less developed will power or capacity for sustained effort to keep up meaningless movements for the sake of an abstract ideal. The drills are more irksome to them than to adults. *Drills never impel children to spontaneous action.* Children do not rush together spontaneously at recess or after school hours and start a gymnastic drill. But this is precisely what must happen from activities taught in school hours if physical education is to help produce citizens.

It is frequently said that children enjoy drills. They do as a novelty which is short lived and as a relief from the necessary inhibition and the depression of sitting at a desk for long periods (the most artificial thing a normal child can be asked to do) but this "enjoyment" is quite in contrast to his enjoyment of his natural play activities.

The typical teacher will go through conscientiously with any program set up by school authorities (even meaningless movements) and many individuals are so constituted mentally that they enjoy watching even rows of mechanically arranged children executing mechanical movements to command or in rhythm. Any group of human beings executing movements together appeals to the spectator's impulse; but this enjoyment has no necessary relation to the child's life or education. Frequently mass calisthenic drills are organized for the enjoyment they give the spectator and the spectator exclaims: "How wonderful!" However, the great danger of these drills is that they will be organized with great labor for teachers and loss of time for children not because of their educational value for the children but simply because they do appeal to the spectator. The same is true of marching.

To the majority of teachers all this is consciously a part of the burden of teaching and of driving children to do something they do not want to do. Physical education at least of all the activities of the school curriculum should carry its own drive and even contribute to the spirit of the school and the teacher's relief from discipline in other subjects. *Properly organized it does, as can be proven by reference to the physical training activities of the playground since its systematic promotion in America beginning in 1906.* In direct contrast to anything that ever happens in artificial drills is the wide-awake, concentrated, enthusiastic, thrilling, joyous response of children on the playground in play activities organized by a trained leader. The enjoyment and life-giving service of the leader are equally conspicuous. The activities are an inspiration to the children and the child's responses are an inspiration to the teacher. And every parent who has had the experience feels by intuition that as long as his child is on that playground he has no worries about the child's welfare.

And what is this playground? Simply a *physical training plant* and the play activities are physical training plays. A playground is a play center for the children of the community where they can enjoy the same old activities and get the same development and discipline they have always secured through similar activities in the home and home community. The playground movement has revived these old physical training activities: the self-testing activities or stunts on apparatus as substitutes for the old equipment of the yard and field, the chasing and fleeing or tag games, the athletic activities, the swimming and boating, the boxing and wrestling, the folk games, the expressive or dramatic dancing, the hikes, etc.

The playground is a *new educational institution* organized by society to take the place of the *old play places* destroyed by society. Children have always had their rallying places—places where they met to play. Any place they played was to them a “playground” in this old spontaneous sense.

The need for this new institution is apparent. Anyone over forty-five has, in his own experience, seen the rise of our machine dominated industrial society built exclusively under the urge of adult economic interests with no thought of the child until it wiped the child off the map. The land is occupied; the open fields and woods have been pushed far away. Crowded specialized residential districts in cities have grown up. Homes have changed from real roomy houses on large spaces with large families, to tiny cramped adult conveniences on forty-foot lots jammed together and frequently tiered one on top of the other, and occupied by small families. The occupations of the old home are gone. The customs in domestic life have changed and the influences of these customs have extended to the country. The home, the central institution of society, has been reduced in material equipment to a mere place of family assemblage, for making the toilet, eating, sleeping, and the minimum essentials in social relationships, etc. And with these changes in customs the old wholesome vigorous play and the work of children are gone. Physical training play has broken down and work is eliminated. The home is still the key institution in our social structure but as an educational institution to supply the broad range of activities necessary in the education of the child for modern citizenship, it is wrecked. Hence we have seen the eliminated educational activities of the old home,—the manual training, home economics, etc.—transferred to the school and now the old play or physical training activities are being transferred to the school playground. They must be if the child is to have a chance to grow up and develop normally. The play on tiny yards, cement walks and streets never has and never will make citizens capable of steering a democracy straight. Neither will the activities of the isolated child in rural communities. He must have companionship. Both city and rural children must have rallying places where they can meet as groups for play under good auspices and leadership. The only natural place for this organization is the school.

The central task of physical education is to organize and make effective the racially old play activities which have always developed latent resources in the individual. They are as old as human nature.

Some of the games now played by children antedate history. Play is nature's method of education. It is therefore the first business of physical education to give Nature a chance.

Years have been spent in America in efforts to put over the German and Swedish systems of gymnastics. These efforts have failed though they have contributed something to an American program of physical education. A program of physical education will not work in America which is not indigenous to the soil. America must have a program which trains citizens for the free, democratic self-directing responsibilities of American life. Elements that are common to the common life of humanity will work satisfactorily in any nation but not a system that draws the breath of life from a foreign culture radically different in its purposes from the life of America.

This does not mean that gymnastic drills or formal activities must be excluded from the physical training program. They have a proper though limited place. Marching is valuable as illustrated in fire drills and in all conditions where it is necessary to handle groups under command. Gymnastic drills are also valuable for inclement weather, cramped conditions that destroy play and as an aid in postural training in individual cases. Work also must be recognized. Vigorous hard work in the past has occupied a prominent and in many cases a dominant place in the physical education of youth. Today, however, because few children have the opportunities for participation in real developmental work, play has become the dominant influence and for the majority of children the only constructive physical training activity. Work can not be organized by any flight of the imagination as a systematic physical training procedure for all the children of the state or nation.

It seems clear that if society is to organize the physical education of all the children of the state and nation so they may become efficient citizens it must put the emphasis on play, the activities which have always been the generally effective source of development. To citizens engrossed in the toil of the day and adult problems who have not given special attention to child life, welfare or education, this idea will seem strange, but it is the only practical and logical escape from a greater part of the physical inefficiency revealed by the war. It is true that a few favored children will get an efficient physical education without this school organization. The majority will not and a democracy must consider the majority especially in the fundamentals of education. Physical education is the foundation upon which all the rest of education is built as a superstructure and the superstructure is usable in proportion as the foundation is solid, therefore, it is essential to set up a program of physical education which will insure results.

This problem of organizing a program in the schools to make the natural physical training of all the children efficient requires a readjustment of several old school attitudes similar to those required for the introduction of the sciences, manual training, home economics, vocational education, etc.

First—The physical training play activities must be looked upon as educational activities and taught within school hours so they will

flow on into the child's play periods and also mould his skills, habits and attitudes for recreation all through life. This requires a shift in attitude. These activities have gone on in the past by the drive of the children's own play impulses, and have been considered by adults usually under the sway of traditional prejudices as of little educational value and frequently as "just play," "fooling," a mere "excess of steam," "a necessary evil," etc. The prejudices still persist as the survivals of old exploded philosophies and especially asceticism with its contempt for the body, scholasticism with its contempt for the life of the emotions and puritanism with its contempt for play. Consequently the activities have not been considered essential to education nor an essential function of the school. New science and experience have proven that the results of these activities have always been fundamentally essential to results in all other phases of education and social conditions have made them an essential function of the school. This requires a change in the traditional school attitude to one of earnest solicitude toward the organization of these activities.

Second—The school playground must become the community center for the child's physical training activities. This requires a new emphasis in our attitude towards the school playground and other physical training facilities. The school yard or playground always has been a play space during recess, but until recently it was seldom planned, equipped or organized as *the* community play center for use not only during school hours and intermissions but before school, after school, Saturdays, Sundays and holidays. Sufficient evidence of this is seen in the inadequate size and miserable equipment of old school grounds. A new attitude is necessary because society has destroyed the opportunities for physical training activities at home and in the home community and few parents can afford to supply these opportunities. They must be supplied as other essential educational opportunities are supplied: by the school.

People are becoming accustomed to think of the necessity of playgrounds but usually of the widely promoted municipal playgrounds. The children, however, are required by law to be at the schools a large part of the year, they are required by law to have physical training activities and they play before school, at noon, at recess and frequently after school, and for these activities playgrounds, equipment and leadership must be supplied. Further, the schools are located by the school administration as conveniently as possible for all the children of the community. The remote municipal playground, on the other hand, can be used by school children only after school, on Saturdays, Sundays and holidays. Its use requires a trip to another center than the school with additional worries for parents and it serves effectively only children within a quarter mile radius of it. Obviously, the natural place to organize the community opportunities for children's physical training play is at the schools on an adequate school playground. To set up sufficient municipal playgrounds properly equipped and supervised to meet the needs of *all* the children of each community and in duplication of what the schools must have would bankrupt any city. The school must be the single extra-home institutional center set up by society for the education of the children. The school

must represent society's organized opportunities for the children to get an education through essential activities which can not be organized by the homes. The same argument holds good for gymnasium floors and swimming pools with associated dressing rooms. This argument, however, does not militate against the establishment of municipal playgrounds, athletic fields, natatoriums, etc., to meet the needs of the older boys and girls beyond school age and young men and women. It only states that the community playgrounds for children of school age should be at or around the school for daily use.

Third—The activities on the playground must be taught, organized and supervised. This requires a shift in attitude towards the leadership of play. Education can not go on without adult leadership. People under the sway of the traditional attitude towards play rebel at the idea of teaching play. But baseball, swimming, boxing and even the most traditional games of little children have always been taught. These activities must be learned as other activities are learned. For most children in the past this has been accomplished by the older and more experienced teaching the younger and less experienced, but even this teaching and learning requires a place, facilities and companionship. The adult leader on the playground is simply an older and experienced leader who has charge of expensive facilities, who "knows the game", who has good judgment and who can steer the activities of the group along wholesome lines. His functions as organizer are more conspicuous than those of teaching. When large groups of children are brought together, as on the school playground, they must be organized at different times in different groups in different activities and in different places. Children in large groups do not have the organizing imagination to do this alone. They want to play but their play breaks down or a few monopolize the best facilities and the many are deprived of a fair chance or turn and are relegated to insufficient activities. Many do not play at all through social timidity or fear of injury. They stand around. Even the play of small groups breaks down repeatedly through disagreements. The adult leader or teacher must set up an organization so the children can be taught and so the activities can go on with the accumulative educational effect of practice and joyous play in learned activities. The word supervision is used with four shades of meaning ranging from technical teaching through the control of a play organization with and without teaching to a mere care and protection. All these forms of supervision are necessary for the proper educational direction of children and youth.

There is no conflict between supervision and so-called free play. Play should always be supervised. Free play is a product of an attitude of mind. It may be the product of fleeting impulse or it may be highly organized. When there are large numbers of children there can be no free play unless there is democracy and there can be no democracy on a playground without an organization under adult leadership.

Fourth—The school intermissions must be looked upon as physical training time. The periods just before school opens in the morning, at noon and just after school and especially the recess have always

been physical training play periods where children played at all. Now these periods must be made educationally efficient. Investigation and experience have shown that growing children need an enormous amount of physical training activities each day if they are to develop normally. Children of the elementary school age need between four and five hours per day in general bodily activities and children of the high school age between two and three hours. The school interferes with these normal activities and emphasizes the need of them by forcing the child into the sedentary work of the class room. The amount of time for physical training activities within class hours must necessarily be limited. This limited time must be devoted to teaching those physical training activities which will tend to flow over into the intermissions or play periods and in addition an organization must be set up in the play periods which will give a large part of the total time needed for development and which will establish habits of activity that will flow over into Saturdays and holidays.

These several propositions about the readjustment of attitudes necessary in the effective organization of physical training activities seem strange at first to the American mind with its Puritan traditions but the more they are contemplated the more significant they become for education in a democracy.

C. SOME CONDITIONS IN THE STATE.

Many conditions in the schools of the state previously not recognized were revealed by the supervision and inspection under the state physical education law and conversely these conditions influenced the operation of the law. As your supervisor is one of those who believes in the education of a socialized, self-directing citizenship and not in compulsory legislation to control human behavior except where the latter is necessary to protect society and especially the rights of children, he was particularly interested to observe the relationships of a new and drastic compulsory physical education law upon school conditions which might have been changed and those which would not have been remedied without such a law. The results of the observations are all for the law. Several of these observations are important.

1. *The Play and Recreation Habits of School Children.* It would seem that in sunny California, one of the great playgrounds of the nation, the children would give a splendid exhibition of wholesome outdoor play. Yet the state staff found in its inspections of schools whole districts in which children not only did not enter into development plays; they did not know any of the great constructive play activities of childhood. When asked to play they showed no notion of the process. They had no developed play habits. On the other hand, we found several cities and a few rural communities where the children as a whole played more effectively but in most cases only where adults had deliberately organized this play, or unusual local conditions were favorable to a development of play habits. Districts and individual schools ranged from one extreme to the other. Frequently there were individual schools where through the interest of a principal or teacher the children

as a whole played effectively. And usually there were small groups of children in most schools who played. Nowhere did we find a school or a system of schools where the physical training play even approximated an indication of developmental results for dynamic citizenship.

The typical school intermission, recess or play period, exhibited frequently throughout its duration not a single play activity of any developmental value. Usually a few children entered into some developmental play while the majority drifted into valueless amusement or looked on or walked about aimlessly or sat still with frequent outcroppings of "horse play", teasing or bullying. Some substituted eating candy, ice cream, or cookies for developmental play. Many children had their play impulses inhibited through "social timidity," many through fear of injury.

In a word, the physical training play habits of children as exhibited on the school playgrounds were inefficient when judged from the standpoint of normal physical education results, and teachers and school officials were largely unconscious of this fact.

The observation of these play periods made it evident that there was no "carry over" into play of anything taught in the school instructional periods and until this carry over takes place there can be no claim that the teaching in physical education is a success.

This inefficiency in play for most children continued on into the high schools where the resulting tendencies to bad habits and unwholesome use of leisure time became apparent. Bad habits are as easy to develop as good habits. Children have the impulse to play; but judgment of the character forming qualities of play lags after experience. Judgment of values must be guided by adult leadership. All bad habits of child life are a product of neglected play. The important point to note here is that children have not been developing good play impulses and habits. This is serious. Activity is the sole source of the development of latent powers. Satisfying activity impels to further activity and this continued activity gives further development. Hence, it is essential that the children shall have the conditions for satisfying and developmental play under adult leadership so their play impulses shall develop into valuable play or recreative habits which lead to further satisfying activity and the accumulative results called education.

Several of the tendencies in the inefficient play activities of high school children indicate the need and craving for a constructively valuable organization of the most fundamental form of all play—that is, physical training play. The mere herding together indicates a craving for social contact; the silly conversations indicate a craving for social exchange; the horse play, pushing, fooling at boxing, etc., indicate a craving for competition. These are the impulses expressed in their educational form in physical training activities. These activities are the antidote to physical laziness, the most hopeless form of laziness, because it strikes at industrial efficiency. Laziness is susceptible of a high degree of educational development and it is developed most conspicuously in that contentless form of social intercourse and conversation so conspicuous in present-day youth which merely satisfies

the lowest form of social craving—the presence of someone else—and leads not to life through activity but to spiritual death through cultivated inanition.

All this inefficiency in play and attendant bad habits might have been remedied without the state physical education law, but judging by the experience of the last two years, it would have taken at least a generation to have achieved without the law what present results indicate will be achieved within another few years. This is judging progress by results for all the children.

Great progress has been made in the last two years in the effectiveness of the teaching and the organization of physical education for all children as judged by the spontaneous joyousness and vigor of the play during instructional and play periods. In some districts and individual schools the progress has been truly inspiring; in other districts and individual schools no progress has been made. There are the two extremes and all shades between but the change in attitude and the growing effort to make physical education effective for all the children in all the schools is thoroughly encouraging.

2. *The Physical Development of Children.* The department efficiency tests associated with the Decathlon have been given to many thousands of children all over the state. These tests have been given for purely physical education purposes not for scientific statistics yet they contribute data towards the latter. They show that children in those places where physical education has been organized for a number of years test higher in physical efficiency than in those places where it has not been so organized. The degree of efficiency in places where physical education has been organized is in proportion to the systematic development of play activities for all the children. Children in city high schools where physical education has been well organized test higher than children in rural high schools where it has not been organized even though there is considerable home work. On the other hand children in rural high schools where physical education has been as well organized as in the city high schools test higher than the children in the latter. Girls in the upper high school grades show very little advancement in tests over the girls in the two upper elementary grades though they are four years older. This lack of increase in efficiency is undoubtedly related to lack of systematic training through the previous four years as the girls in the lower high school grades at present are indicating different results.

Children are undeveloped and this is very serious but the difficulty with the situation is that parents, school men and even doctors have little understanding of or few criteria for physical development. The significance of mental development is appreciated, the significance of physical development is not. Physical development is less understood, hence less appreciated. Few educators thrill at the idea of physical development as they have thrilled at the idea of mental development. But even the older idea of mental development, the survival of an out-grown philosophy, has been replaced largely by the idea of mental development coincident with brain development through activity; hence the significance of the doctrine "education through doing."

The fact that there is such a thing as "muscular development" is realized in its external aspects, but its real meaning is not. Trained

physical educators care very little about muscular development. It has an aesthetic value and muscular strength has a value as a "safety first" measure—the possessor is not easily subject to muscular strain. But it is chiefly a symbol of a deeper and more fundamentally essential form of development. There is no such thing as muscular development or "muscle education" by itself alone and the other part, the part associated with the development of the muscles, is the important part, that phase of development essential for any efficiency in life. This is the development of the latent resources of the nervous system which gives nervous power for action and of the nutritive system which gives power in the heart, lungs, digestive organs, heat regulating mechanism and assimilative functions and means vitality, vigor and the capacity to resist fatigue and stand the wear and tear of life. This development is the source, this side of heredity, of the fundamental powers of life, and it is purely the product of physical training activities, but it is so little understood that every phase of child education and welfare suffers because of its neglect.

Even the medical profession, which is supposed to understand the body and its functions, its normal condition and development, has no general appreciation of "development" as used in physical education because it makes no distinction between growth as the product of a hereditary momentum in anatomical architecture and development as the pure product of activity in rousing latent resources to full functional power.

If physical development were understood as trained physical educators use the term the inefficient play described above would start something, educationally speaking.

3. *The Training of Teachers.* Teachers as a class are among the most earnest and conscientious servants in the performance of their duties possessed by society; but they are not trained generally to think of the children under their charge in the way society is now demanding of them. This is true of general health control and especially of the direction of physical training play.

In the elementary schools it was obvious that if physical education were to be conducted at all the classroom teacher would have to do the work. Few elementary schools even in cities could support special departmental teachers. This meant that over fourteen thousand elementary teachers in California must of necessity conduct physical education and few of them outside of the few larger communities had ever exercised this function before. They had not been required to exercise it and they were not trained for it or impressed with its importance by the normal schools as they were trained for and impressed with the importance of the older subjects of the curriculum.

The situation goes back of the teacher training. The present generation of young teachers has come up through childhood and youth with that same neglect of physical education on the part of the schools and society revealed by the war draft examinations. Teachers generally are undeveloped and untrained physically and they do not know how to play. More, they are selected somewhat because they were susceptible to a depression of their physical and emotional activities and to an emphasis on the mechanical intellectual activities of the schoolroom. The active, vigorous girl dubbed a "tom boy" under the older criteria of a woman's activities has not been inclined to go into teaching.

It seems clear from the experience of the last two years that neither the needs of teachers in service as they relate to the child's physical education nor the needs of the oncoming supply of teachers would have been met had it not been for the passage of the state law.

Trained specialists in physical education for high school positions and elementary supervisors are scarce, especially men. Physical education as a profession is relatively new. Its vocational opportunities have been presented systematically to women and several special normal training courses have been established in the East to train women. A few trained women are available. The profession has not been presented to young men in the past so that it appealed and the survival of ascetic, scholastic and puritanical prejudice in public opinion tended to inhibit the development of ambitions concerning the service. Further, professional training opportunities for men considering the whole country over are still exceedingly limited, and the supply of trained men correspondingly limited. This situation can be met for the state only by the universities and colleges establishing professional training courses. During the last two years some progress has been made in the development of courses for the training of women. No progress whatever outside of the University of Southern California has been made in the development of courses for the training of men. As the academic mind is under the control of a profound traditional prejudice against the training of teachers the only hope that the universities will meet the needs of the schools of the state is through executive action.

D. SUPERVISION AND INSPECTION.

The supervisory and inspecting functions of the department required by law cover both the work in physical education in elementary schools and in high schools. The supervisory functions should be conducted in part by written or prepared directions and in part by local visitation, observation, instruction and advice. The inspection is of necessity exclusively field work.

1. In its relation to the elementary schools the state department's work became at once largely supervisory because there was outside of a few cities no physical education to inspect, and this supervision narrowed at first almost exclusively to a teaching function and it still continues dominantly a teaching function because of the needs of elementary teachers. It was clear that if any physical education were to be conducted at all in the elementary schools, the elementary classroom teacher would have to organize and teach the activities. There was no one else to do this. Few elementary schools, even in cities, could have special teachers, and except in the larger cities there were no local supervisors. Yet the elementary teacher who had this responsibility had not been trained to teach physical training activities or other phases of the program as they had been trained to teach the older subjects in the curriculum. They have not even had enough training, generally speaking, to understand technical written directions in physical education without help. They had to be taught the activities, and in this teaching, they could not visualize descriptions; they had to have practical demonstrations.

This need of demonstrations was emphasized by the fact that superintendents and principals themselves were not familiar with the administration of a physical training program as they were with the older subjects in the curriculum. They had not been trained in physical education as in other subjects; there was no generally recognized program to study and they had not been in contact for the most part with the administration of a program, so they had not developed the same critical powers in supervision as they had in other subjects. This situation was not relieved except in a few cities by local expert supervisors.

Either the state department staff had to do the teaching to make the program in physical education operative or it would not be done.

These elementary teachers, over 14,000 in number, were scattered over fifty-eight counties, under fifty-eight county superintendents and twenty-nine special city superintendents. The task of reaching this large number of teachers scattered over such a vast territory forced the department staff to develop a unique scheme of teaching teachers en-mass in addition to work in the teachers' county institutes. "Teaching" by addresses in general county institutes and city institutes was found not to be effective because of the limited time allowed and conflict of interest with many subjects. Teachers needed demonstrations and time for participation in the activities as well as for discussions.

Experience quickly revealed the need for half-day and all-day institutes where the program was devoted exclusively to physical education and superintendents were immediately ready to devote the time to such programs. Experience further led to special half-day and all-day local institutes in several centers in a county. By this plan the superintendent selected several centers in his county where he could gather together a group of teachers from the surrounding districts, arrange for their meeting in these centers and then conduct one of the state supervisors from center to center by automobile for half or all-day programs on successive days. Frequently the superintendent and all his deputies attended all these meetings. The plan secured results which were an inspiration to teachers and also to superintendents. It worked and the splendid progress in the state is due largely to it. In some of the counties this process has been repeated each year and these counties show most striking progress as compared with other counties.

2. The state supervision of physical education in high schools has been a most complex task. The school work in high schools is departmentally organized, that is, special teachers teach special subjects. In physical education, because of the differences in physical training activities for girls and for boys, there must be two departmental instructors, one for girls and one for boys. This makes a list of over 720 instructors in high schools in the state. Some of these were in service when the state law was passed, but the majority had to be brought into the service after 1917. Hence, while some of them were excellently trained the majority were poorly trained or without any special training whatever. At any rate they all needed help from the state office and the better trained were the most insistent on this help. The

majority needed help as urgently as the elementary teachers. The state staff, however, was not large enough to reach the individual high schools and meet the needs of the elementary teachers as well and there was no legal way to call the high school instructors together in joint conference and require attendance or to have their expenses paid by the school authorities. Further, as the other departments of high schools have to go on during the absence of instructors for special joint conferences, the instructors were caused a loss in salary in some counties during the period of the absence besides the cost of the trip to the conference. Many instructors, therefore, could not afford the cost of the trip for a conference.

Conferences were called, however, simply by an appeal for professional efficiency and they were approved by superintendents and principals. Large numbers of instructors attended and many made real personal sacrifices to attend, but the conferences did not reach and could not reach all instructors. The majority of those not reached were the instructors who most needed to be reached. These could be reached in conferences only by legally required attendance and in many cases by the school authorities paying their expenses.

As all the instructors in high schools could not be reached through district joint conferences, the state department has attempted to help the remainder by such local visitation, inspection and advice as was possible under the pressure of many conflicting obligations.

Obviously the efficiency of physical education in the high schools of the state depends primarily on the ability and training of the instructors in charge of it. These instructors are called directors because their functions cover, in addition to technical teaching, such a broad range of organization of play activities, a control of large facilities for the activities, the examination and classification of children by fitness for the activities, the observation of health conditions and direction in personal health control, etc., etc. These functions make the director's influence in the lives of pupils and in the school profound. He should at least be of good personality, sound in character, a natural leader and well trained.

Wherever there are trained directors the results in physical education are excellent. Other instructors not so well trained but of good organizing ability and enthusiasm have grasped the idea of the state plan and are getting fine practical results. In many schools, however, the work is still very poor.

The most difficult problem in making physical education in the high schools perform its functions for a vigorous citizenship is to bring the rapidly recruited and insufficiently trained instructors up to a proper standard of trained efficiency. This will carry its own process of elimination of those who are unfit. The same statement is true with reference to special elementary supervisors.

Obviously it can be no permanent function of the state office to attempt to teach these instructors while in service in the schools. This teaching function must be thrown back upon the proper teacher training institutions and the instructors must be required to get their training in these institutions. The only way in which this objective

can be accomplished is through the State Board of Education's control of teaching credentials.

3. State supervision has the same relationship to local supervision that local supervision has to the ability of teachers: it decreases in details in proportion to the ability of those supervised. The experience of the last two years has shown that state supervision in some form will necessarily be a permanent obligation of the State Board of Education if physical education is to be a worth-while function of the school. It is equally clear that a state supervisor can not and should not perform the functions of local supervisors, officials or teachers. The solution of the problem of state supervision is to decrease it through the appointment of local supervisors competent to supervise their own local work. Furthermore, the solution of the problem of local supervision, city or county, is to make the teachers competent and independently efficient without detailed supervision. This independent competence is a product of professional training. Teachers who are competent do not need detailed supervision. The supervisors could then free the teachers for real independent teaching and turn their own attention to the overhead solution of problems, general organization, advice, etc., which would facilitate the work of the competent teachers. This would enable also the state office to perform its proper functions.

The larger cities are employing supervisors of physical education; they are even more essential in rural communities. As physical education is the foundation upon which the efficiency of all the rest of education depends and as teachers have not been trained in physical education as they have been trained in other subjects of the school curriculum, the appointment of competent rural supervisors in physical education is the most critical and important need in the supervisory organization of education in the state at the present time.

E. ADVICE.

Under the heading of advice is included all the problem-solving and information-giving functions of the state office as they are exercised through correspondence, special bulletins or in connection with field supervision and inspection.

As physical education in its present-day interpretation is relatively a new function of the schools, its systematic organization and administration has created new problems for the administrator and teacher. The state office has had to meet these new problems in all their complexity with practical solutions and advice.

1. The complexity of these problems is indicated by the fact that they have covered in the first place the interpretation of the laws on physical education and advice on proper administrative procedures as these relate to the general administration of the school, to the arrangement of the school schedule, to the organization of the teaching staff, to the management of pupils, their examination, classification for activities, excuses, etc., to the organization of the activities, to the planning and construction of the school plant with special reference to athletic fields, courts and play spaces, and the construction of gymnasias, swimming pools, locker rooms, shower baths, etc., to the construction or purchase of playground and gymnasium equipment, etc. The problems have

covered in the second place the administration and methods of health teaching and health supervision, including school sanitation. The problems have covered in the third place the technical teaching problems of the teacher under local conditions and the problems of personal training such as an estimation of training and needs for further training, institutions where such training could be secured, etc. The problems have covered in the fourth place the selection and appointment by superintendents, principals and presidents, of supervisors, directors and instructors and the cooperation in finding proper instructors. The problems have covered in the fifth place the establishment of teacher training courses in universities, colleges and normal schools, the administrative organization of such courses, the listing of the courses, the content of the courses, the instructors to give the courses, the costs, etc.

Even a general statement of the department's activities in any one of these groups of problems would far exceed the limits of this report.

2. In one item alone the advice of the department has saved local communities of the state large sums of money. This item covers first, the planning and construction of the school plant and especially its consideration from the standpoint of economy in space to meet the growing demands for service as a community center, and second, the construction of gymnasia.

Whole school plants were planned and constructed and are still being constructed with little or no consideration for the growing new function of the school or the future needs of the community. Architects and administrators are conscious of the public opinion which demands a handsome school structure that can be pointed to with local pride. This demand exists, but principals find that it is superficial as compared with a less understood though much more powerful public opinion which demands and demands more and more out of sheer social necessity that the school shall function in the service of the community and the state in the production of citizens. The state department has been able to save great waste in this connection.

The construction of a gymnasium is a very technical problem in school architecture. Few architects have made sufficient study of or had the experience with this form of construction to be familiar with the technical requirements. We have found that most of the gymnasiums proposed by architects are such that it is impossible to conduct a physical training program with facility. Some of the gymnasiums already constructed in the state are past redemption.

Where the advice of the state department has been asked it has been possible to supply the technical information in planning and construction so the building will meet the various practical demands put upon it. Fortunately most architects realize the value of this advice. They will not, however, take advice so readily from local instructors, as they feel as a rule that their own technical information is superior.

F. STATE POLICIES IN TEACHER TRAINING IN PHYSICAL EDUCATION.

The success of physical education as of any other phase of education is dependent on teacher training.

The first suggestion made by your supervisor when asked by interested citizens immediately after the passage of the State Act in 1917 as to what should be done in the state, was to the effect that the successful operation of the law for the welfare of the children and future citizens of California would depend on two efforts: First, on the establishment of a constructive program which would get results among children under present day conditions; and second, and ultimately entirely, upon the establishment of a teacher training program which would prepare teachers to conduct the program effectively. Teacher training without a program would be without a definite content or aim, and the program, no matter how perfect, would wait for its effective operation upon the training of teachers to conduct the program. Like the old conundrum of the hen and the egg, they are parts of the same process of evolution. So obvious are these statements that they seem to require no argument.

In 1917 elementary teachers were not being trained for physical education by teacher training institutions as they were being trained for the other subjects of the curriculum and experts were not being trained except by a very few institutions and most of these were training women only. Then suddenly the state law created a *universal demand* that *all* elementary teachers should conduct physical education and it enormously increased the demand for specialists or trained experts.

The state department had to meet this critical situation immediately. The untrained teacher had to be supervised and instructed, a supply of special instructors had to be found and policies in teacher training had to be established.

The elementary teachers in service needed training. The state department, besides giving supervisory or field instruction to these teachers promoted instruction by local supervisors where they existed and promoted summer session courses which were largely attended considering wartime conditions of living and low salaries.

In order to provide for the adequate training in physical education of the future supply of elementary teachers (those in training in the State Normal Schools) the organization of teacher training in physical education was taken up during the joint sessions of the State Board of Education and the Normal School presidents in 1918, 1919 and 1920.

The necessity of an adequate training in physical education was presented both from the standpoint of the personal needs of the teacher, immediate and future, and from the standpoint of the children to be taught. Beginning with the fall of 1919, the time devoted to the physical education of the teacher candidate was greatly increased and beginning with 1920 this time was fixed at 144 hours in practice and 36 hours in theory.

2. The problem of the supply and training of experts or specialists in physical education was more difficult than the training of the elementary teacher. Over seven hundred high school positions called for

instructors and the city schools demanded supervisors. The schools had to be manned, yet the supply of trained experts did not exist. This led to the recommendation of two extremes in policies concerning the issuing of credentials and teacher training which were adopted by your honorable body.

In the first place, in order to man the schools an emergency credential in physical education was established and issued. This was originally called a war emergency credential and later a partial credential, and could be issued only by the Commission of Credentials. This credential was issued to candidates who could meet the time requirements for a credential, who had had experience in physical training activities and who gave good promise of being able to lead children in a fairly satisfactory way, though all technical professional training was waived. To make up for the latter, the candidate was required to take a minimum of six units of university work in physical education during the year or before the credential could be renewed, and this was to be repeated until the candidate should fulfill a certain minimum requirement in professional training.

In the second place, two standard credentials were established; one called "physical training activities" and the other called "general physical education." The difference between these two credentials was in the broader scientific training required for the latter. The minimum requirement for the credential called physical training activities was a little less than that required in the average professional training course and the minimum requirement for the credential called general physical education was somewhat less than that required by the best professional training schools.

These credentials were issued to candidates who could meet the minimum requirements.

In order to meet the need for a future supply of trained experts, the Commission of Credentials withdrew the accreditation of all teacher training institutions in physical education and issued a statement that such institutions would be accredited after August, 1920, on the basis of the requirements for the new credentials. This meant that teacher training institutions should be graduating three and four years from the present time, candidates for positions in physical education who will be trained to perform their functions adequately.

G. INTERNAL DEPARTMENTAL ADMINISTRATION.

1. *The Staff.* Very soon after the organization of the state department it became apparent that the needs of and demands from the state for service were far beyond the resources of one state supervisor. Assistants were needed not to do what should be done but to do the minimum essentials in the state work and the volume of this work grew as the organization of physical education in the schools gained momentum. Consequently one assistant state supervisor was appointed in the spring of 1918, another that fall and another in the late spring of 1920. The work of the assistants was largely in the field and difficult and delicate; they had to be selected with great care. The selections were as follows: Miss Winifred Van Hagen, Mr. Jay B. Nash, resigned and succeeded by Mr. George Hjelte, and Dr. Herbert R. Stolz.

The excellent results of the work of these assistants in the state testify to their ability.

2. *The Manual.* The State Manual of Physical Education which the law requires your honorable body to "cause to be compiled and printed" was written by your State Supervisor and one section has been printed. No other text suited to the state work was in existence.

As originally planned the Manual was divided into several parts to cover an interpretation of physical education, the state program and the problems of the administrator, and then the three subdivisions of the program in the form of syllabi for teachers and school officers—six parts in all.

Only the part covering the syllabus on physical training activities has so far been printed and the writing of some of the other parts has not been completed. The cause for this delay is two-fold: first, the lack of funds in the department budget to print the material, and second, the pressure of administrative work which interfered with writing such difficult technical text book material.

The part of the Manual covering the physical training program was the essential part to start the state program at all. Even one of the three sections of this part has not been printed. The two sections printed were the backbone sections of the whole Manual and were written primarily for the use of directors and supervisors. These leaders had to have this material or they could not put the state program into effect. The remaining section set up as a daily organization of the activities by school grades, would have made the work of the elementary teachers especially and also inexperienced high school instructors easier, but it has been impossible to produce it.

A lively interest has been manifested in the state program on teaching standards of living, or personal self-direction in health, social courtesy and character development according to scientific laws or present-day ideals. This program covers the old popular ideas of health, manners and morals. It has been presented to instructors only by word of mouth. As all teachers are under the obligation to teach standards of living, the program covers the methods of coordinating the contributions of these various teachers as well as the detailed methods from the standpoint of teaching in physical education.

This program in teaching standards of living is the essence of simplicity because it establishes habits, ideas and ideals in health, manners and morals through doing. Book methods in this field have failed. The whole secret of this state plan is centered in the fact that children are interested in social contacts and achievement, and the laws of living are all related to social intercourse and efficiency for achievement.

3. *The Budget.* The Physical Education Act provided a budget of ten thousand dollars for the biennium or five thousand dollars a year. This proved to be totally inadequate. For example, the printing alone of one section of the State Manual required by law cost over thirty-six hundred dollars. To carry the department for the year 1918-1919 the State Board of Control made additional appropriations. For the

present biennium your honorable body asked for an appropriation for \$47,900, based on the following argument to the legislature:

The appropriation asked for is essential to make the law, passed by the legislature in 1917, effective for the 600,000 children in the public schools of the state because—

First—The State Department of Physical Education has a big task to perform, as follows: It must—

(a) Set up a state program in physical education and *write a "Manual"* for the guidance of school officials and teachers.

(b) "Supervise" and give *field instruction* to teachers, directors and supervisors of the state in organizing and teaching physical education.

(c) Give "advice" to school officials concerning their problems in the administration of physical education.

(d) "Inspect" and "investigate" the efficiency and results of the physical education given in the schools of the state.

(e) Advise with Normal Schools and University and College officials in developing courses in physical education for the training of teachers in physical education.

Second—Physical education, as understood today, is a new phase of the school program; it has not been a phase of the traditional school procedure;

(a) *Hence*—

(1) An efficient school procedure in physical education that will get educational results has not been set up and developed, and

(2) School officials and teachers have not been trained in such a procedure.

(b) *Therefore*, the immediate tasks of the state department, if any educational results are to be realized at all, must be

(1) To set up and administer a state program, and

(2) Teach the teachers through bulletins and field instruction how to conduct this program.

(c) *But* these two tasks are mutually antagonistic in demands on one man's time, i. e., if one is attended to the other can not be and the volume of either is beyond one man's time. *One state supervisor can not perform even the minimum essentials of the state work.*

Third—It has been demonstrated during the last year that the state department must have at least three assistant supervisors to do field work.

(a) California is a state of great size, with 15,000 teachers in service actually to be taught how to conduct physical education before they can train the children effectively.

(b) This work requires experts with special talents, who must have at least the average salaries paid in the profession.



(c) The field instruction requires trips from center to center in the fifty-eight counties of the state, where the teachers must be gathered together by their superintendents for actual instruction in the use of the Manual. This requires traveling expenses.

The appropriation was cut to \$30,000 which has cramped the state work within narrow limits and made it impossible to publish bulletins greatly needed by teachers.

4. *Federal Aid.* Two federal bills are being promoted either of which if passed by Congress would solve the problem of teacher training and local supervision in California. These are the Smith-Towner and the Fess-Capper bills; the latter a special bill on physical education having the same general purpose as the one section on physical education in the Smith-Towner bill. Either of these bills will place under the administration of the State Board of Education the funds necessary to promote effective teacher training courses in physical education and adequate local supervision.

California is one of seventeen states which have passed laws requiring physical education in the public schools of the state. All thinking people realize the need for this requirement and the serious national results revealed by the war draft examinations arising from past neglect. But the public as a whole is not generally ready for the local support of an efficient organization and supervision of physical education, and training schools for teachers have not produced, and are not ready to produce, an adequate supply of trained teachers of physical education. The federal bills propose to remedy these situations and meet a great national, educational and welfare need by helping the states train and employ competent supervisors in physical education.

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